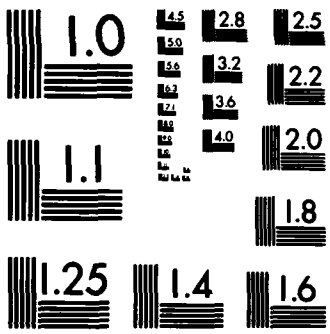

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STUDY PROJECT

THE ARMY CONSTRUCTION AGENT CASE STUDY

BY

LIEUTENANT COLONEL LARRY S. BONINE, CE
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3 MAY 1985

US ARMY WAR COLLEGE, CARLISLE BARRACKS, PA 17013

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USAWC MILITARY STUDIES PROGRAM PAPER

THE ARMY CONSTRUCTION AGENT CASE STUDY

A GROUP STUDY

by

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ABSTRACT

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PREFACE

As a result of a request, jointly tendered by both Colonel Paul Taylor, Chief of Staff, US Army Corps of Engineers and Colonel Franklin Tilton, Commander, US Army Engineer District, Tulsa, the authors undertook a study of the Department of Defense's evolving Model Construction Agent Program. Both the requests and the acceptance were in part shaped by the authors' current experiences as District Commanders.

Under the auspices of the US Army War College Military Studies Program, visits and telephone contacts were made to a number of Army and Air Force field activities. Additionally, discussions conducted with both OSD and Army staff personnel associated with the model program, and analysis of various documents contributed to the study effort. It should be noted that conclusions drawn in the study are based upon limited research and that the Model Construction Agent Program has not yet completed the initial six month mark of a three year trial period.

The candor, cooperation, and thoughtful assistance rendered by all personnel contacted, both military and civilian, is especially appreciated. Reflection upon that most positive aspect of this study effort mandates an acknowledgement of the professionalism and commitment exhibited by the many people who collectively shoulder the stewardship challanges associated with more effectively managing our nation's defense installations and facilities.

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CHAPTER I

INTRODUCTION

BACKGROUND

On 9 November 1984, the US Army Engineer District, Tulsa, was designated as the US Army Corps of Engineers (USACE) "Model District" and the sole USACE participant in the Model Construction Agent Program.[1] This designation constituted a challange to the Tulsa District to identify, refine and employ improved methods of providing design and construction services to its customers; and to develop and adopt innovations to enhance internal district functioning.

Corps of Engineers participation in the Model Construction Agent Program was in response to an invitation from Dr. Lawrence J. Korb, Assistant Secretary of Defense (MI&L), for the Army to designate one or more field organizations as model construction agents.[2] This new program was a direct spinoff of the Model Installation Program which was instituted earlier in 1984 as a means whereby the services were challenged to develop more efficient methods of managing their multi-billion dollar annual facility operation and maintenance responsibilities. The magnitude of the challanges, and the potentials for savings, represented by these model initiatives are indicated by the resources required to support defense facilities and by acknowledgement of their current value. For instance, in Fiscal Year 1986 dollars, DOD's existing physical plant is valued in excess of 360 billion dollars. The associated Fiscal Year 1986 military construction budget request totals $10.4 billion dollars and includes $7.3 billion for actual construction, $.5 billion for planning and design, and $2.6 billion for operation and maintenance.[3]

STUDY PURPOSE

This study is intended to provide a case study and an objective analysis of the early Corps experience with the Model Construction Agent Program. As Tulsa District is the only Corps field office currently designated as a model activity, it is hoped this analysis will be of particular assistance to the District Commander and other affected Tulsa managers as they actively contend with the challenges of meeting the district's extensive mission responsibilities while concurrently implementing the Corps' model district initiative.

In response to the initial requests, this study retains partial focus toward identification of some specific "model initiatives" judged to be likely cost and/or time saving initiatives. However, relatively early in the conduct of the study, it became apparent that only in the most unusual circumstances would worthwhile specific proposals be forthcoming from any source other than one specifically responsible for, or affected by, the function, task or process questioned. Suggestions from more distant sources tend to be too general for practical application without excessive procedural changes.

After initial consideration, the idea of widening the scope of examination to include the Air Force initiative with the Air Force Regional Civil Engineer (AFRCE) in Dallas and the Navy Facilities Engineer Command at San Bruno was discarded.

Thus, the primary study purpose remains that of providing a broad case study of the Corps participation in the Model Construction Agent Program. In conjunction, there is the subsumed goal of acertaining both the general extent to which the model program is meeting the stated OSD and Army goals, and if applicable, identifying where the broad focus of the evolving initiative should be considered for modification.

INVESTIGATIVE PROCEDURES

In conducting this study the authors were required to contend with the facts that the Model Construction Agent Program was just unfolding during the study period and, by design, that implementing details and directives from all levels of higher headquarters were absolutely minimized. Because the model agency program was a direct outgrowth of the Model Installation Program, concepts, procedures and even some specific initiatives developed under the installation program were potentially relevant. However, the Model Installation Program itself was started less than a year earlier and even today, in mid-1985, can still be best described as developing and evolving. These considerations mandated a review of the Model Installation Program as well as a close examination of the Model Construction Agent Initiative.

Frequent discussions were conducted with the principals and staff personnel responsible for both model initiatives at OSD and Corps of Engineer levels. These discussions included two interviews with Commodore Authur W. Fort, the Director of Construction, Office of the Deputy Assistant Secretary of Defense (Installations) who is responsible for organization of the Model Construction Agent Program at the OSD level. Obviously, close coordination with the designated Army Model Construction Agent, Tulsa District, was required throughout the study period.

A significant facet of the investigation was an attempt to varify the reported customer concerns regarding cost and responsiveness of USACE military construction support. To that end, personal and telephone interviews were conducted with three Army and two Air Force installation Facility/Base Engineers. Four of these installations; New Cumberland Army Depot, Fort Sill, Moody and Kirkland Air Force Bases are participants in the Model Installation Program. For that reason they were able to address both the customer concerns as well

as provide perspectives about the model installation initiative. Additionally, the United States Army Corps of Engineers, "Green Ribbon Panel Report", and related backup material, on USACE support to installation commanders were reviewed.

Visits and follow-up telephone discussions were conducted with Southwestern Division personnel (directly involved with the Model Construction Agent Program because of Tulsa's selection) and with Southatlantic Division personnel. Discussions about the initiative were also conducted with the district engineers and/or principal staff members of six other districts besides Tulsa. With Savannah, Mobile and Baltimore Districts these contacts included personal visits. Telephone interviews were conducted with Louisville, Albuquerque and Little Rock District Engineers. In all discussions, at installation, division and district levels, the attempt was made to cover the following areas:

- o Perception of installations regarding cost of USACE military construction support.
- o Perception of installations regarding responsiveness of Corps districts performing military construction support.
- o Likelihood for supported model installations to seek to perform their own respective military construction activities.
- o Impacts on direct support districts if they lose model installation military construction workloads.
- o Philosophy guiding model installation activities and the types of proposals being recommended.
- o Background and status of the model construction agency initiative.
- o Suggestions for model construction agency efficiency initiatives.

Throughout the investigative portion of the study, continuous efforts were made to obtain and review relevant documentation generated about the Army's portion of the Model Construction Agent Program.

Again, as a function of the program's very nature, there is a relative dearth of top-down direction and guidance. Correspondingly, reporting requirements associated with participation in the experiment are also minimal and there are few "status reports." While access to, and review of, even the limited available documentation is far from all inclusive, it is felt that the essence of relevant correspondence and documentation has been sufficiently available for examination and is reflected in the study. Copies of specific proposals developed within and/or suggested to Tulsa District have been furnished the authors on a periodic basis by Tulsa District. Also proposals referred to the Office of the Chief of Engineers (OCE) and higher headquarters for resolution have been monitored.

CHAPTER II

THE MODEL INSTALLATION "BLUE PRINT"

INFLUENCE OF "IN SEARCH OF EXCELLENCE"

Inspired by the eight basic management principles espoused by Peters and Waterman in their widely acclaimed book, In Search of Excellence, Deputy Assistant Secretary of Defense (Installations), Mr. Robert Stone derived a program to improve the efficiency, responsiveness and effectiveness of defense installation management. Keying upon principles developed in the book, a three part program was formulated to help foster installation excellence. The broad concept incorporated facets of Competition, Recognition and Innovation.

Competition has in large part been assured by the commercial activities program as presented by OMB Circular A-76. Under that evolving program, the competitive impetus of private contracting alternatives for performance of base support activities places increasing pressure upon installations to either overcome internal bureaucratic inefficiencies, or to convert functions to commercial contract operation. By all indications this program will continue to mature and base support activities that fail to offer favorable cost alternatives to commercial sources will be performed by contract.

The Recognition facet of the installation excellence drive logically depends upon intensified cognizance of, and visible appreciation for, the individual and collective contributions made by military and civilian government employees. In addition to utilization of existing award programs and suggestion incentives, Presidental awards for overall installation achievements are planned.

Overcoming internal barriers to innovation is characteristic of the superior organizations cited by In Search of Excellence. The Department of Defense (DOD) apparently is much more constrained by its bureaucratic procedures. Fostering innovation within that environment is the intent of the Model Installation Program.

MODEL INSTALLATION PROGRAM

On 4 October 1983 by a memorandum from the Deputy Secretary of Defense, the service secretaries were invited to select initial bases for designation as "model installations".[4]

The experiment is based upon the premise that local commanders are better informed and located to run their activities than are officials at centralized higher headquarters. The program's purpose is to create an atmosphere where better ways of accomplishing installation missions are developed down at the "grassroots". The focus throughout the program is to remove hidebound bureaucratic impediments to efficiency—many of which, although not currently justified, are seemingly accepted without question. Key ingredients to encourage the kinds of wide ranging proposals needed to make defense installations better places to work and live include the liberal use of incentives. These include the utilization of individual award and recognition programs, installation level recognization programs, and retention of realized savings at the local level.

After Mr. Stone explained his model installation concept to the Commanders of TRADOC, DARCOM, WESTCOM and FORSCOM, the Army agreed to participation in the program with appropriate qualifications. The general conditions for Army participation as approved by the Secretary of the Army are as follows:[5]

- o Proceed in a very deliberate fashion.

- o Rely on advise of MACOM commanders and develop policies via Army's Installation Management Steering Committee.
- o Avoid "dumb" things.
- o Develop adequate "baselines" for valid "before and after" comparisons.
- o Army must not relinquish control of experiment to OSD.

The OSD model installation concept is characterized by informality that is virtually without precedent in government programs. It is to be implemented without DOD or service regulations and with a minimum of implementing guidance. Risks are minimized by limiting the number of installations involved and by restricting the test to only a three year duration at each installation.

Considerable effort has gone into encouraging innovation in the model experiment. At both OSD and Service levels, command emphasis to remove bureaucratic obstacles and to overcome institutional propensities to disapprove proposals has been evident since the program was established. Limited written guidance to the heads of Army Staff Agencies includes a request that any disapprovals of recommendations submitted under The Model Installation Program be approved at the general officer or senior executive service level.[6]

Headquarters responsible for restrictive regulations or procedures are encouraged to waive them. Where the obstacles are at MACOM, Service, or DOD levels, expedited review and liberal waiver policies are encouraged. Even so, a key ingredient from the outset has been as expressed willingness to accept a certain degree of failure. Violation of legal restrictions are obviously precluded, but proposals which would require legislative changes are recognized to have high potential payoff and OSD has indicated a willingness to seek legislative relief packages when appropriate.

INFORMATION SHARING

From the outset, program participants recognized that the Model Installation Program could be significantly enhanced and nurtured by the efficient sharing of methods and even specific proposals among the services and participating installations. Paradoxically, with the decentralized character of the program, its minimal reporting requirements, and its emergent status, information sharing presents a particular challenge. In part these challenges are being overcome by the program's relatively high visibility. It has become a feature topic at periodic meetings such as commanders conferences, facility and base engineer conferences, and specialized conferences such as DOD's model installation conferences. The latter conferences have proven especially effective at both formally and informally sharing innovative ideas. Use of a special address indicating group (AIG) allows sharing relevant OSD, Army, Navy and Air Force messages above the installation level among the program participants.

The program has also become a special interest topic for higher headquarter visits to participating installations. During these visits, particular emphasis is placed upon identifying successes of the type which should be pushed for broader command, service or OSD implementation.

PROGRAM FUTURE

At most installations experimenting with the model program, the installation engineer activity is a relatively major participant. As a function of the size, budget and scope of facility engineering activities, compared to the balance of base operations, it is not surprising to find that the typical facility or base engineer organization is often the most visible and active contributor to the installation model initiative. This tendency is furthered

by the well established, formal and informal, methods of exchanging information among installation engineering activities. This exchange even works well across service lines.

While the engineering activity is typically a large contributor to an installations model activity, very few of the initiatives, even those coming from installation engineer sources, either directly concern, or interface with, the supporting military construction agent. Regarding potential impact, however, major exceptions to this pattern are provided by the initial five Air Force participants. These have all requested and obtained permission to perform their own construction programs.[7] Since that time, Deputy Secretary of Defense Taft has agreed to double the number of installations in the Model Installations Program. If a pattern of installations performing their own construction programs is continued, and implemented fully without Corps participation, traditional supporting districts could lose enough of their base workload to impair individual or even collective capabilities. The potential impact is suggested by the following array which depicts the six military program districts with significant percentages of their military construction workloads for the combined fiscal years 1985-1987 residing with one or two Air Force customers.[8]

Usage District	Installation	% of MCA & MCAF
Omaha	Ellsworth	16
Norfolk	Langley	33
Alaska	Eielson	34
Alaska	Shempa	29
Louisville	Chanute	17
Louisville	Wright Patterson	19
Tulsa	Tinker	41
Sacramento	Hill	10
Sacramento	Davis	10

CHAPTER III

MODEL DISTRICT PROGRAM

TULSA DISTRICT PARTICIPATION

The Model Construction Agent Program evolved directly from the Model Installations Program and, as with the Installation Program, designated activities are encouraged to implement changes and to request waivers to existing regulations so as to improve ways of doing business.

As a relatively large centrally located district with a representative mix of civil works and military program activity, Tulsa District was a logical choice as the Army's Model Construction Agent. Tulsa performs military program activities within the two states of Arkansas and Oklahoma with part of the Arkansas responsibilities executed by the Little Rock District in accordance with arrangements developed between the districts. One of Tulsa's military program clients, Fort Sill, was one of the Army's original participants in the Model Installations Initiative, and by the number of proposals generated, could be considered the most active facility in the entire program.

During the selection process which resulted in Tulsa's designation as the Army's Model Construction Agent, a primary consideration was the type and diversity of the District's military construction support to both Army and Air Force installations. Also, Tulsa enjoyed considerable familiarity with the Model Installation Program and its philosophy as a result of the close relationship with Fort Sill. The selections by the other services, the Naval Facilities Engineering Command at San Bruno, California, and the Dallas Air Force Regional Civil Engineer have only military program responsibilities.

PROGRAM SCOPE

The initial stated intent of the Model Construction Agent Program was to develop improvements and efficiencies to assuage customer concerns regarding costs and responsiveness of military construction support. After designation in November 1984, in keeping with the decentralized "bottoms-up" approach characteristic of the earlier model installation initiative, Tulsa District received few directives or restrictions regarding program implementation.

Much was understood about the Model Construction Initiative because of its similarity to the, by then familiar, Model Installation Program. However, there was initial uncertainty as to whether or not the initiative applied to civil works activities as well as to military program activities. If just confined to engineering and construction functions, model initiatives within a district context may conceivably have been limited to military program activities. However, from the outset, the nature and the mix of proposed initiatives expanded the program across the breadth of district activities and blurred any lines which might have conceivably distinguished between military and civil programs. This was inevitable unless the program had been confined to only portions of product (design, construction, real estate, etc.) activities. This kind of restriction had not been attempted in the installation program with its broad charter, and as the type and number of initiatives proposed to date in the model experiment at Tulsa indicate, is not feasible with the Army's Construction Agent Program.

Within Tulsa District, as with most model installations during the startup phase, considerable effort was, and is being, expended to publicize and energize the program. Fostering the employee confidence and enthusiasm which should be characteristic of the program, if it is to succeed, mandates addressing the items employees want discussed. This philosophy even requires

a certain amount of "swallowing hard" and acceptance of marginal proposals. Similar to the pattern of the Model Installation Program, most proposals to date appear to deal with administrative or overhead distractors. It is worth noting that this pattern developed in spite of some emphasis within the District to focus upon the mission areas. Likewise, in soliciting suggestions from other sources for possible application at Tulsa, the authors encountered much the same trend. This occurred even with the selection of people to interview (district engineers, principal division chiefs and other key personnel) providing a bias toward mission areas, and with the discussions themselves being predicated upon the program's basic intent of improving the adverse customer concerns regarding military program cost and responsiveness questions.

MODEL DISTRICT PROPOSALS

Tulsa District quickly generated a very active internal program. Proposals were initially consolidated and staffed by the district's high level team already formed to perform the organization's Information Systems Planning (ISP) study. Concurrently, the Southwestern Division submitted a request through the other Corps divisions to the operating districts for any suggested ideas or concepts to help meet the program goals.[9] Throughout the same period, while conducting a series of personal and telephone interviews, principally with installation engineers and district engineers, the authors sought general concepts and specific proposals other organizations might offer for improving engineer support to the installation customers.

Appendix A capsulates the first three months experience with proposals received from within Tulsa District and solicited from other sources. The types and mix of proposals under consideration are suggested by the somewhat arbitrary categorization which the authors have utilized for classifying

proposals to mission and overhead arenas. Appendix A does not include a number of proposals (approximately 20) judged to be no more than specific personal complaints. In Appendix A, each issue within a functional area such as "engineering", "construction" or "counsel" has been given a sequential number, a descriptive title, a brief outline of current procedures, and the proposed change. Where an issue was suggested from more than one source, the number of sources is indicated behind the Issue title in parenthesis.

To date Tulsa District has generated over 240 proposals from within the organization. Relatively few suggestions have been received from other districts and divisions in response to the request by the Southwestern Division.

A 13 April 1985 snapshot of the first three months activity is indicated below:[10]

	In Review	Approved	
Tulsa District	104	14	
Southwestern Division	8	6	
Office of Chief of Engrs.	3	2	
DA/DOD	5	3	
Subtotals	120	25	145
Awaiting Initial Processing			44
Withdrawn/Duplicates/Rejected			52
Totals			241

Even though processing time under the model programs appears to be fast compared to, for instance, the Army suggestion program, it does not meet the expectations created at the initial briefings at Southwestern Division and at Tulsa. The goals for proposal evaluation and turnarounds at Division Headquarters and the Office of the Chief of Engineers were one and three working days respectively. A five working day turnaround was the OSD goal. These times are proving to be totally unrealistic for all but the most straightforward lower level initiatives. Expectations for prompt approval, or at least evaluation, of waiver requests, affect to some degree employee participation

and identification with the program. Therefore, timely turnaround and demonstration of the advertised "yes" bias, are challenges which require continuing institutional pressure at every headquarters level. Tulsa District's experience in this regard is similar to that of the model installations. There are even some indications, that with most proposals subject to evaluation within relatively narrow functional stovepipes, Tulsa District faces more institutional resistance than do participants in the model installations program.

CUSTOMER CONCERNS

Pointed conversations were held by the authors with installation engineers and their staffs regarding cost and responsiveness concerns they had with Corps military program support. These discussions with the current responsible officials at three Army and two Air Force bases were supplemented by similar discussions with two District Engineers who were Directors of Engineering and Housing in their previous assignments. The authors also examined material developed by the "Green Ribbon Panel" in its study of US Army Corps of Engineers Support to Army Directors of Engineering and Housing.[11] This included the responses received to 57 issues presented to the Real Property Management System Conference in November 1984, and the panel's draft report published in March 1985.[12]

While legitimate shortcomings and inefficiencies associated with providing engineering and construction management assistance to supported installations must not be minimized or hidden from view, indications of customer dissatisfaction expressed to the authors were less intense than expected. Between the issues of cost and responsiveness, considerably stronger and more consistant feelings were expressed about responsiveness questions.

Responsiveness concerns generally fell into catagories of either timeliness, or sensitivity to customer requirements and desires. In the latter

category, there were indications, and even specific acknowledgement, that blanket responsiveness indictments have often been generalized from a relatively few specific incidents and that, on balance, support has been adequate. But, the point was made in several discussions that it is particularly important for supporting districts to frequently visit the installation, see the ground, consult the user and accommodate specific requests. When this is not perceived as happening, it is resented and failures attributed that shortcoming become "local legend". Several installation personnel could cite incidents where they felt like they had received treatment more like "poor relatives" rather than as valued customers who in fact pay the bills.

Both Air Force and Army installation personnel attributed many of their problems to the respective MCAF and MCA procedures, and to the many intervening headquarters between themselves, as customers, and the districts, as providers, of engineering and construction management services. These concerns were relatively more evident with personnel from the Air Bases (both of which are participants in the Model Installations Programs and have requested and obtained construction agent authority to manage their own MCP projects). At the Air Bases there appeared to be concensus that restrictions inherent with working through their AFRCE, as opposed to dealing directly with the supporting Corps district were sources of major dissatisfaction and constituted principal reasons for requesting in-house construction agent authority.

Questions of cost were clearly of less overall concern to those interviewed than the questions of responsiveness. It did appear that Air Force personnel had more intense, but somewhat vague, concerns about cost. Army concerns, were expressed over issues of paying for unnecessary quality, paying for lost design effort not caused by the installation and paying to rectify mistakes—both on their work and at large. Both Army and Air Force sources

expressed the opinion that visibility as to what they actually pay for might alleviate unmerited suspicion. There was some recognition of the legitimacy of paying for an appropriate share of overhead activities such as counsel, ADP, administrative activities, etc. Still there is some suspicion that design dollars associated with installation line item construction subsidize unidentified Corps programs and activities. The bottom line appeared to be that customers do not mind paying appropriate costs but would appreciate billing visibility.

There was admitted confusion expressed as to the actual percentages paid for design services. An Air Force suggestion was made to the effect that design dollars should belong to the installation and should be managed at that level. It was further proposed that those dollars not paid out for design services should be available for utilization, as approved at the installation, for other purposes including military construction projects. Interestingly, Air Force installation engineer personnel seemed relatively less satisified than Army personnel in comparable positions with regard to the balance between their responsibilities and authorities. Perhaps, not surprisingly, they also generally appeared more enthusiastic and optimistic about the merits and promise of the Model Installation Initiative.

CHAPTER IV

FINDINGS AND RECOMMENDATIONS

FINDINGS

Perhaps the initial major observation should be that the Model Construction Agent Program is inextricably linked to the Model Installation Program. The first year's history of the installation program is the foundation upon which the Construction Agent Initiative developed. Many of the proposals adopted in the earlier program are not mission specific and lend themselves to direct application within Tulsa District. This is happening with considerable frequency and will likely continue as the two programs now virtually run parallel courses. Findings are summarized below, categorized into Common, Installation and Construction Agent areas.

Common Findings

- o Tangible, positive efficiency gains and morale boosters are resulting from model initiatives. The program is costing very little in the way of money, time and resources, and is well justified based on the results it is producing.
- o Most proposed changes fall in the administrative and overhead areas. Frustrations are clear regarding personnel procedures and GSA support. Proposals in these kinds of areas often require approvals outside of DOD channels and model participants are relatively pessimistic about the chances of success.
- o Many, if not most, initiatives do not lend themselves to comparison against baselines to determine actual savings and efficiencies

realized. Even where that is feasible, "baseline" information is usually not being captured because of the effort required to staff and process proposals in order to keep the overall experiment moving.

- o Most inefficiencies surfaced by the program are caused by locally imposed restrictions rather than by directives issued from higher headquarters.
- o In spite of significant successes, the model program is not reaching its potential. Bureaucratic inertia and other ongoing priorities, at every level, are very difficult to overcome. Without continued command emphasis, the program could easily become just a slightly enhanced suggestion program.
- o In "mission" areas people have often already found the best current methods of doing their job. Its the administrative, personnel and other overhead areas where bureaucratic inefficiencies are most prevalent and are particularly concerning to both management and the workforce.
- o Considerable uncertainty, and some suspicion, exists at installation level as to how much is being paid for Corps design and construction management support. There is some concern that they subsidize Corps programs unrelated to installation operations.
- o Installation engineers, even at those Air Force bases who have requested permission to manage their own construction programs, express overall satisfaction with supporting Corps districts. Base Civil Engineers are more concerned with delays and restrictions imposed by their AFRCE's than with the Corps.
- o Model program participants initially experience a flood of suggestion activity then become somewhat bogged down as processing

delays occur. Expectations for prompt processing and approvals are quite high as a result of the widely advertised processing goals. Average processing times at every level far exceed the initial goals.

- o Examples of failed initiatives are relatively rare. They probably should be more frequent if the program were experiencing the kind of "yes bias" which has been touted.
- o Many marginal proposals are accepted and staffed in order to establish and maintain program support and enthusiasm.

Installation Program Findings

- o Army Directors of Engineering and Housing perceive that they routinely enjoy relatively greater authority, and work under a less centralized system, than do their Air Force counterparts.
- o Installation engineers well recognize they could never staff to fully replace supporting Corps district expertise and capabilities.
- o Model program information sharing methods work relatively well and are helping maintain program momentum.
- o Model proposals are sometimes screened at the installation level based upon the perception of what is acceptable at higher headquarters.

District Program Findings

- o Most "Green Ribbon Panel" recommendations for enhancing the quality and responsiveness of engineering and construction management support to installations are not dependent upon "model initiatives" for implementation. Rather they depend upon heightened

customer orientation, excellent two way communication, and unending efforts to simplify and expedite design/construction procedures.

- o Legislative relief packages simplifying personnel, small business requirements, procurement procedures, etc., offer potential for substantial efficiency improvements.
- o Installation engineers are more concerned about responsiveness of engineering and construction management support than about cost. They do feel specific design cost information is due them.
- o Solicitation of construction agent initiative suggestions from other Corps FOA has resulted in minimal response to date.
- o The initial model district proposals are considerably more complex than corresponding suggestions from model Army or Air Force installations.

RECOMMENDATIONS

- o Emphasis at all levels should be placed upon development of initiatives that directly improve the quality, timeliness and responsiveness of product delivery across the range of district missions.
- o Examine technological advances in data processing, electronic communications, word processing, computer aided design, etc. to question the continuing applicability of traditional Corps district organization. Reorganization initiatives are potential means for realizing new methods and efficiencies.
- o Continue to rely on model installation experience for suggestions, particularly for application in administrative areas.

- o Make one more attempt to elicit mission related suggestions from other Corps districts. This appeal might be most effectively made at a district commanders conference in conjunction with an update on the program and its potential.
- o Examine Air Force and Navy Construction Agent Initiatives for application to Corps engineering and construction management practices.
- o Develop legislative reform proposals (if applicable) early in the experiment period. These should be consolidated and staffed at Division or OCE levels while confining district efforts to mission related initiatves.
- o Continue command emphasis at every level to foster and retain a "yes bias" regarding proposed initiatives. Set, and meet, realistic model initiative processing times at every headquarters level.
- o Closely examine "Green Ribbon Panel" recommendations to determine if specific engineering and construction management practices could be altered under the "model" latitudes in order to better meet customer desires.
- o Districts should make design cost information available to their installation customers. Construction management charges should reflect actual costs.

ENDNOTES

1. Letter from Assistant Commander and Director, Engineering and Construction to the Commander US Army Engineer Division, Southwestern. Subject: "Designation of USACE Model District." 9 November 1984.

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APPENDIX A

Sample Model District Initiatives

Model District Initiatives were solicited from four districts through personal visits, telephone interviews and review of Tulsa Districts submissions in the Model District Program. Districts making suggestions are not named because of a non-attribution policy. The proposals listed include some marginal suggestions and some that are likely infeasible. Approximately 30 suggestions were received but were not included because they were judged to be clearly infeasible or were extremely local in nature involving personalities.

The number in parenthesis following issues indicates more than one source reporting the same idea. Initiatives are listed under mission and overhead categories. Mission was defined as planning, engineering, construction, operations, real estate and procurement. All other functional areas are noted under overhead.

I. Mission

A. Planning

1. Issue: General Investigation (GI) studies reporting requirements.

Current: Procedures require coordinating GI studies through both Planning and Engineering Division, at District, Division, BERH and OCE levels.

Proposal: Defer incorporating the current level of detail into studies until they have reached the Advanved Engineering & Design (AE&D) stages.

2. Issue: Cultural Resources.

Current: Funds expended for cultural resources mitigation are excessive in part due to the influence of the State Historical Preservation Office (SHPO) and the Advisory Council on Historic Preservation.

Proposal: Promulgate a current engineer regulation covering cultural resources.

B. Engineer

1. Issue: Contracting Officer's Representative (COR) Delegation. (3)

Current: COR authority is in most cases limited to only a few of the very top managers (Division/Branch Chiefs) within a district. The frequent travel demands on the manager's time many times causes costly delays in contract actions because of his absence or nonavailability.

Proposal: Delegate COR authority to the section level for routine correspondence.

2. Issue: Authorized Signature Requirement.

Current: All correspondence with Architect Engineer (AE) firms under contract must be signed by the contracting officer (CO) or contracting officer representative (COR) regardless of subject matter. Given the volume of letters going to AEs, this practice is time-consuming and places an unnecessary burden on the CO and COR.

Proposal: Allow personnel other than the CO and COR to sign informational and other routine correspondence to AEs. The CO and COR would continue to sign correspondence directing AEs to perform work or changing time and money in the contract.

3. Issue: Standing Audit of rates for AE's (2).

Current: Audits rarely pick up specific problems not addressed during negotiations.

Proposal: Establish AE rates prior to the AE entering the selection process. Require the initial audit to determine rates at contractor expense with an annual follow-on at government expense.

4. Issue: Excessive time from directive to AE Award. (2)

Current: On normal work, it requires five months from directive to award of an AE contract.

Proposal: Establish a procedure for annual or even quarterly Commerce Business Daily (CBD) notices for all work available. Firms interested could identify preferences at that time. This would allow for only one 21 day notice and give a "pool" of firms from which to select as work is scheduled.

5. Issue: AE Selection (5).

Current: The process to select an AE for a design project many times takes too long, is cumbersome, and leaves nonselected AE frustrated.

Proposal: (1) Allow the District Engineer to select and approve all AE selections regardless of monetary amount.

(2) Provide auditor in the Districts for audit of AE contracts thus saving 4 to 6 weeks.

(3) Advertise in the CBD for AEs in the next FY at the end of the 2nd quarter of the current FY. Once a survey of available AEs has been accomplished, they can be matched to specific jobs.

6. Issue: Duplication in Civil Works/Military Design.

Current: Districts with both military and civil works responsibility have a Military Branch that is responsible for the management of military in-house and AE contracts. Civil Works Design Branch Engineers have parallel duties for civil works contracts.

Proposal: Combine Civil Works and Military Design functions. Accomplish in-house design and AE contract supervision through project managers in the Districts Design Branch.

7. Issue: Negotiation of AE contracts.

Current: With current work load and staffing often inexperienced technicians and engineers use totals or bottom line figures from government estimates to negotiate with AEs who are experienced and well prepared.

Proposal: Because the amount of AE contracts rising, the district must retain sufficient staffing to use the most qualified and experienced engineer available to negotiate the AEs fee.

8. Issue: Change to Government Estimate--AE Contracts.

Current: If during negotiations with an AE, the government representative determines the estimate must be revised upward, he must cause a new estimate to be prepared--a timely exercise and for the most part a paper drill.

Proposal: Allow the government representative the authority to revise the estimate giving him creditability, authority and saving time and paperwork.

9. Issue: Engineer Document Section/Military Design Review.

Current: All in-house design jobs must go through Engineer Document section for final preparation of the design analysis and reproduction of drawings and specifications for review--a timely and costly process.

Proposal: Follow the AE industry lead by having the Design Branch coordinator responsible for preparing and assembling design documents for review. The time and cost savings will more than compensate for the possibility of minor typographical and format errors now looked for by the Engineering Document Section review.

10. Issue: Project Management (3).

Current: Both in-house design and AE design review of military projects are conducted by several organizations within the design branch--each

with its own supervisor. Coordination of these efforts is achieved by managers in the military branch who have no control over scheduling or expenditures.

Proposal: Establish a single project manager for each project for the life of the project. Further identify a "task force" for each project to be scheduled and controlled by the project manager.

11. Issue: Acceptance of work for others (Federal Engineering) (2).

Current: Significant work from other federal agencies cannot be accepted without approval of the Office of the Chief of Engineers (OCE).

Proposal: Give the District Engineer authority to accept work at his discretion.

12. Issue: AE Liability Payments.

Current: AE liability payments are generally to the US Treasury.

Proposal: Monies collected should be returned to the affected agency—Installation or District.

13. Issue: Design Management (3).

Current: General design supervision is targeted to functional areas rather than specific projects. Project managers coordinate scope and funding but not the technical management of projects.

Proposal: Establish a comprehensive project management system to guide a project virtually cradle to grave.

14. Issue: Excessive reliance on AE's.

Current: Overdependance on AE contracting puts the Districts expertise in its many mission areas at risk. Further, it diminishes the Districts ability to recruit and maintain a quality staff.

Proposal: The Corp's districts must retain sufficient work to maintain the required expertise to meet ultimate mobilization tasks.

15. Issue: Design review constraints.

Current: Designs for projects in excess of $100,000 construction costs are often subject to several different reviews.

Proposal: Provide more accurate user requirements and criteria, and eliminate all but one level of review.

16. Issue: Dollar limitation on Indefinite Delivery Contracts.

Current: Administrative efficiency and timeliness are hampered by indefinite delivery contract limitations of $200,000 per contract and $75,000 per work order.

Proposal: Raise indefinite delivery contract and work order limits to $1,000,000 and $75,000 respectively.

17. Issue: AE contracting reporting requirements.

Current: Similar reports are required by different higher headquarter functional areas.

Proposal: Eliminate duplication of effort and non-essential reports. Perform most requirements via ADP limits.

18. Issue: AE Utilization.

Current: AE utilization is inefficiently spread among the community and indefinite delivery contracts are limited to one year.

Proposal: Allow consecutive contracts with an AE firm to capitalize upon its currency with Corps requirements and procedures. Similarly extend indefinite delivery contracts to two years.

19. Issue: Audit Levels (2).

Current: AE contracts of $500,000 and up are automatically audited by Defense Contract Audit Agency (DCAA). As of 1 April 1985 this automatic level decreases to $100,000 thereby causing at least 50% of all AE contracts to be audited with corresponding delays.

Proposal: Fight to keep the audit level at $500,000 where the Corps has established major abuses do not occur.

20. Issue: Accounting for total work placement.

Current: Contract administration done by district field offices for Directors of Engineering and Housing (DEH) that does not come through the District "one stop" design center is not reported toward District placement dollars.

Proposal: Enable reporting system to acknowledge work Resident Offices do for Installation Procurement without sending it through the District "one stop."

21. Issue: Combine Engineer and Construction Divisions.

Current: Within Districts and Divisions, Engineering and Construction (E&C) are separate functional areas, however, at OCE E&C are combined.

Proposal: Improve the construction product by allowing one project manager acting for E&C to be responsible from beginning to completion.

22. Issue: Excessive and conflicting specifications (2).

Current: Designers are overwhelmed with regulations and specifications—so many that conflicts and resulting loopholes are common.

Proposal: Follow the private sector—use Construction Specification Institute specifications for all Corps work.

23. Issue: Design Review by Division (2).

Current: Designs submitted from District to Division are often rejected or changed based on another engineer's preference or experience.

Proposal: Division should only review and not direct change unless an obvious mistake is found.

24. Issue: Energy Conservation Information Program.

Current: Along with guidance goals for new facility energy budgets, Districts are often directed to use specific systems. The result is reduced flexibility in designing the most energy efficient system.

Proposal: Provide energy budget goals only and award generous incentive fee for measured energy saved beyond budget goals.

25. Issue: Resolving conflicting government regulations—Air Force.

Current: When an AE points out conflicting guidance, resolution must come from Division after agreement with Air Force—a time-consuming ordeal.

Proposal: Give the District the authority to resolve conflicting government regulations.

26. Issue: Approval Time for Design Phases.

Current: Projects are being delayed due to excessive design review time.

Proposal: Simply allow a fixed time for review after which if no comments are received concurrence is assumed.

27. Issue: Coordination between Agencies.

Current: The complete chain of command up and down must be exercised in order for the District to communicate with a Military Construction customer.

Proposal: District communicate directly with the user with information copies of all correspondence to higher headquarters. There is ample time for the chain of command to "stop" answers that are not in keeping with desires.

28. Issue: Competition for AE Services.

Current: District negotiates with the best qualified AE for services.

Proposal: Waiver to Public Law 92-583, Section 904 to permit competition for AE services.

C. Construction

1. Issue: Supervision & Administration (S&A) Rates.

Current: S&A rates are currently established on the basis of the entire civil or military construction placement for the fiscal year.

Proposal: Calculate the on going S&A rate for each construction project throughout its construction period.

2. Issue: Incentive for efficient supervisors and administration of contracts.

Current: All Districts are allowed a 5.5% S&A rate regardless of their actual rate. Some go over, some under.

Proposal: Allow Districts who have an S&A rate less than 5.5% to retain the savings for management improvement items such as micro-computers, modernizing facilities and additional training.

3. Issue: Inspection of Completed Projects (2).

Current: Completed projects are visited and inspected by both Division and OCE.

Proposal: Establish procedures that limit post completion inspection and evaluations. The District has at least the same expertise and experience as counterparts at the two higher headquarters and are capable of final inspections.

4. Issue: Enforcement of Davis Bacon Act.

Current: The corps construction surveillance workforce currently checks contractor payrolls and performs labor interviews to ascertain payroll compliance.

Proposal: Require contractors to submit certificate of compliance with end pay estimate. Rely on Department of Labor to address problems of payroll compliance.

5. Issue: End Contract Impact Costs.

Current: Contractors often successfully pursue claims for impact costs on settled modifications.

Proposal: Adopt GP100 (Navy specification) as a contract clause prohibiting end contract claims for impact as it requires settlement as modifications are processed.

6. Issue: Raising limits of Davis-Bacon Act.

Current: Any purchase order over $2500 must have wage rates in accordance with the Davis-Bacon Act.

Proposal: Raise limits to at least $10,000.

7. Issue: Government Cost Estimates.

Current: Government cost estimates over $25,000 must be reviewed by District Engineering Division.

D. Operations

1. Issue: Fee collection at small low attendance parks.

Current: Either a contract gate attendant must be provided or a ranger periodically collects fees at significant expense and time.

Proposal: Provide ticket vending machines at the larger more popular sites or nearby commercial stores so campers can conveniently purchase camping tickets. Rangers can then randomly check that campers have paid their fees.

2. Issue: Excessive approval authority for project improvements.

Current: Project Managers must gain approval for District or Division to make any addition or improvement to a project structure.

Proposal: Decentralize and allow the project manager discretion for certain minor but important additions.

3. Issue: User fee policy.

Current: Blanket regulations require fee collection in some areas where it is impractical and/or not cost effective.

Proposal: Allow District Commanders to waive user fee collection where not cost effective.

4. Pesticide reporting.

Current: Regulations require duplication of reports regarding stockage and usage.

Proposal: Consolidate reports and utilize only the inventory sheet for submission to Divisions and OCE.

5. Issue: Use of micro-computers at field offices.

Current: Resident offices, while equiped with micro-computers, seldom use them to potential.

Proposal: Require all upward reporting and daily communication to field offices through micro-computers.

6. Issue: Eliminate Eng Form 4337.

Current: Criminal incidents occurring on Corps land must be reported on Eng Form 4337 even though jurisdiction rests with state and local authorities.

Proposal: Since this report appears to be only nice to have information it should be eliminated.

7. Issue: Energy Information System Reports.

Current: While the majority of energy conservation measures have been taken and institutionalized, the requirement for reporting remains the same as at the beginning of the program in the mid 70's.

Proposal: Maintain an annual comprehensive energy plan and eliminate monthly reports.

8. Issue: Commingling of Funds on Projects.

Current: Gate attendants and rangers must carry large amounts of money in order to collect fees in Corps of Engineers parks—one amount to make change, another fees collected.

Proposal: Waive AR 37-103-1 allowing money collected from user fees to be used for making change.

9. Issue: Golden Age Passports.

Current: Passports are issued by recreation fee cashiers located in project offices—often significant distances from highly used parks.

Proposal: Authorize gate attendants to issue passports.

10. Issue: Unnecessary Megohmeter Readings.

Current: Annual readings of all 480v feeder cables, low voltage power supply circuits and critical control circuits must be taken by power house staff.

Proposal: Experience indicates these readings should be eliminated as routine as they have proven to be inconsistent and unreliable in preventing cable failure.

11. Issue: Power Plant Production Report.

Current: Reports use a twelve hour clock and require time recorded in hours and minutes.

Proposal: All reports should be on a twenty-four hour clock and should be recorded in hours and hundredths. Time frames will be consistent throughout the year and will eliminate the confusion of maintaining two time frames.

12. Issue: Lakeshore permit fees.

Current: Only a $10.00 fee is charged to defray administrative cost of processing user permits. Fees collected go to the US Treasury and are lost to the District.

Proposal: Charge permit fees that more accurately reflect cost of processing permits and return monies collected to the District.

13. Issue: Unwatering Locks for Inspection.

Current: ER 1130-2-30-303 directs that locks be unwatered for inspection once every 15 years.

Proposal: Experience shows this to be an overly conservative estimate. ER should be changed such that locks are required to be unwatered only when necessary.

E. Real Estate

1. Issue: Timber Revenues.

Current: District operating budgets are decreased by the sum of receipts for timber products.

Proposal: Allow timber revenue to be retained for project or installation improvements.

2. Issue: Real Estate Collection.

Current: Real estate collections greater than $50 that are applicable to future FYs must be retained in a suspense account until the amounts are earned, usually in the next FY. When amounts are earned they are transferred from the suspense account to the receipt account.

Proposal: Either increase the amount of unearned collections that can be collected in the receipt account when received or eliminate the requirement to collect and transfer unearned amounts from suspense to receipt accounts.

3. Issue: Acquiring land for Army Reserve Sites.

Current: Real estate for Army Reserve sites cannot be purchased by the District until a real estate directive is issued by the Chief of

Engineers. The time between site selection and directive often times is so long that outside interests have in the meantime bought the selected land.

Proposal: Establish a procedure whereby the District Engineer can execute an option on the selected site as soon as possible after site selection and construction suitability.

4. Issue: Use of Eng Form 3560 (2).

Current: Eng Form 3560 is used to list compliance inspections. When project offices receive them they are often inaccurate and must be manually corrected and returned.

Proposal: Automate using micro-computers.

5. Issue: Fair value for seismic survey of government land.

Current: Private companies are permitted to run seismic surveys on government land at no cost while adjacent landowners charge a significant fee for the same service.

Proposal: The Corps should charge private interests for surveys similar to nearby landowners. Fees collected should go for improvements in the projects affected.

6. Issue: Excess Government Land.

Current: District Engineer has authority to dispose of parcels less than $1,000. Parcels having a value greater than $1,000 must go to the General Service Administration (GSA) for disposal.

Proposal: Allow District Engineers the authority to dispose of parcels up to $10,000.

7. Issue: Oil and Gas Data.

Current: Data must be manually transcribed from state oil and gas records located in regulatory offices in state capitols.

Proposal: Use Dwights Energy Data Inc. as a data source. All information required is conveniently available via Tymshare or General Electric.

8. Issue: Exceed the Economy Act.

Current: Districts must request a waiver from the Economy Act Limitations with respect to recruiting stations.

Proposal: Delegate the authority to waive the Economy Act to the District Engineer.

9. Issue: Oil and Gas Leasing

Current: Approval for leasing Corps of Engineer managed government owned land rests with the Division Engineer.

Proposal: Delegate the authority for oil and gas leasing to the District Engineer.

10. Issue: Authority to Execute Easements.

Current: All easements must be approved by the Division Engineer.

Proposal: Allow the District Engineer to approve routine easements.

F. Emergency Management

1. Issue: True cost of emergency operations and mobilization exercises.

Current: O&M General and OMA funds pay for the operation of the Emergency Operations Center only—not the expenses incurred by the remaining District elements that are tasked by the emergency operations center (EOC) to act on exercise messages. These unfunded expenses are charged to miscellaneous accounts for design, construction and overhead and are passed on to project sponsors.

Proposal: Properly identify exercise cost and fully fund. Project sponsors should not be required to bear the mobilization burden.

2. Issue: Emergency Operations in a community.

Current: ER 500-1-1 severely limits the District's response to monitoring reporting, providing limited "technical advice" and offering sympathy in response to emergencies resulting from natural disasters. In contrast there are numerous references to pumps, sandbags and materials being loaned for emergency use by local activities.

Proposal: Establish a clear meaningful authority for the District Engineer to follow.

G. Procurement

1. Issue: Completion of construction contracts on time.

Current: Companies under contract with the corps have little incentive to complete a construction contract on time.

Proposal: Establish a contract with severe penalties for being late without the normal incentive for early completion.

2. Issue: Overrestrictive Small Business guidance.

Current: All contracts within scope must be offered to SBA even though small business goals have been met and experience dictates the work would be more suited to big business.

Proposal: Once the SBA goal has been met, allow the District to determine if a contract should be opened to big business.

3. Issue: Exceptional Procurement Actions.

Current: Request for exceptional procurement actions (negotiated construction contracts with selected list, use of incentive clauses, and other "fast track" options) must go to OCE for approval while the contract is signed and administered at the District (Authority vs. responsibility).

Proposal: The District should select the method of contracting.

4. Issue: Small and Disadvantaged Business Contracts (8A) (3).

Current: Small and disadvantaged contractors are given contracts within their capability without competition.

Proposal: Set aside contracts that are within the scope of disadvantaged contractors and allow two or more 8A qualified companies to bid, thus allowing for some competition.

5. Issue: Contract change procedures.

Current: Changes to contracts are often made without proper review.

Proposal: Require the change initiator to coordinate the change with the project manager. Record the agreement by requiring both names in item 16 of Eng form 3938-B.

6. Issue: Imprest Funds.

Current: The number of administratively bulky purchase orders being written in project field offices is rapidly increasing due to the decade old limit of $150 per purchase Imprest Fund limitation.

Proposal: Increase the per purchase limit to match inflation.

7. Issue: Contracting for Personal Services.

Current: DAR 22-102.1 prohibits contracting for personal services without approval from higher headquarters.

Proposal: With the current trend of contracting out government services, the District Engineer needs the discretion to enter into personnel services contracts without case by case approval from Division or OCE.

II. Overhead

A. Resource Management Office

1. Issue: Organization of a USACE District (2).

Current: Even after the arrival of the high-tech age the organization of the district has remained relatively unchanged. The very structure of USACE, with its stovepipe reporting has inhibited taking advantage of modern management and technical tools.

Proposal: Reorganize the district eliminating duplication of budgeting and consolidating the overhead functions of RMO, PDO, ADP.

2. Issue: Functional areas (stovepiping) (3).

Current: The functional areas within the corps are stovepiped from OCE to District with centralized control in Washington. Regardless of how big or small a district, the District Engineer is prohibited from reorganizing or consolidating for efficiency or economy of operations.

Proposal: Give the District Engineer the discretion to reorganize.

3. Issue: Unfunded effort requirements.

Current: Studies and special projects are frequently required but not funded by higher headquarters.

Proposal: Special studies, including commercial activities (CA) and information support plan (ISP) activities should be specifically funded to avoid their cost being reflected in civil and military projects.

4. Issue: Full-time equivalant (FTE) Allocations.

Current: FTE allocations are late and arrive with restrictive "stovepipe" controls.

Proposal: Allocate FTE in bulk prior to beginning of the fiscal year. Minimize interference at functional "stovepipes" on district use of manpower.

5. Issue: Corps of Engineer Management Information System (COEMIS) F&A.

Current: Separate accounting systems for civil and military funds utilize different procedures and data bases.

Proposal: Eliminate duplication via a standard system utilizing one data base to accommodate both civil and military funds.

6. Issue: Engineering Division Overhead Rate—ER 37-2-10 (2).

Current: The F&A subsystem of COEMIS allows labor charges in only one hour increments. As engineers move more to monitoring numerous AE design contracts rather than in-house design the one hour rule becomes unrealistic and the amount of time charged to overhead increases.

Proposal: Establish a new technical support ADP code within the F&A system that will allow project-oriented work less than an hour to be charged to active design projects resident on the F&A system.

7. Issue: Mileage payments on extended TDY.

Current: When on extended TDY and authorized POV, the employee is paid mileage from the temporary work station to the temporary residence at 20 cents per mile.

Proposal: Since government employees are not payed mileage to and from their residence at their normal work station, commuting compensation while on TDY should be reconsidered.

8. Issue: Processing extended TDY vouchers.

Current: An individual on extended TDY can collect only a one month travel advance. The second month advance comes only after the first month claim voucher has been processed—a process taking approximately 30 days. The result is having to live two months on one months advance.

Proposal: Allow the second months advance on receipt of the first months claim voucher.

9. Issue: Duplication in Audit Services.

Current: In Districts with both civil works and military functions, both the Defense Contract Audit Agency (DCAA) and the Districts resident auditors from Division have audit responsibility--DCAA for Military contracts and Resident Audit for civil works.

Proposal: Eliminate overlapping responsibility, reduce overhead and have a more responsive audit by requiring the resident auditors to provide services for both civil works and military.

10. Issue: Actual cost of O&MA.

Current: Districts accomplish O&MA work for installations at less than actual cost.

Proposal: O&MA work must have either a fixed higher supervision & inspection (S&I) charge to the DEH or a direct cost plus District overhead charge.

11. Issue: Professional society membership.

Current: Engineers and other professionals are encouraged to join and participate in professional organizations outside the federal government.

Proposal: Financially sponsor engineer registration for Professional Engineers and membership in one professional/civic organization for all executive supervisors.

12. Issue: The need for a USACE Division (2).

Current: The forty plus/minus districts report to eight Divisions who in turn report to OCE.

Proposal: Eliminate the division and have the district report directly to OCE.

13. Issue: Unrealistic District boundries (2).

Current: Most Division and District boundries are based on water basins established in the early days of the nation before modern communications were established.

Proposal: Work toward establishing District boundries along state lines--the way we do business.

14. Issue: Military Construction Monthly Expenditures.

Current: In order to determine performance each money manager must manually go through military appropriations listing form.

Proposal: Establish Resource Analysis/Program Management (RA/PM) for Military projects.

15. Issue: A-76.

Current: Functions with 10 or more civilian employees must be reviewed and reported in accordance with OMB Circular A (76).

Proposal: Allow the District Engineer the preogative of determining base level method for accomplishing commercial activities workloads based on local conditions and mission.

16. Effort in Report Preparation.

Current: Multiple reports are periodically provided District elements giving information pertaining to their budget status.

Proposal: Coordinate budget information into one comprehensive budget document.

B. Personnel

1. Issue: Engineer and scientist personnel referral system.

Current: The system objective of providing the selecting manager with a short list of highly qualified and available personnel is not working, it takes excessive time, and places a great burden on the selecting managers.

Proposal: Openly advertise vacancies and refer all who meet the administrative requirements to the selecting organization.

2. Issue: Intern productivity.

Current: The professional workforce is made up of higher percentages of interns because of problems hiring journeymen, engineers and scientific personnel. Their mandatory internship and inexperience result in less productivity.

Proposal: Provide incremental FTE and funding to recognize the productivity realities associated with high percentages of interns.

3. Issue: Utilization of the USACE retiree.

Current: An employee works for a district for 20-30 years and retires with many productive years ahead of him.

Proposal: Establish a convenient procedure to bring retired professionals back on active duty to accomplish surges in work or complicated projects for which he has expertise.

4. Issue: Priority placement list.

Current: When an employee chooses to accept an overseas assignment, he is guaranteed his current position as long as he is away. This is a source of dissatisfaction among the stable workforce.

Proposal: Do away with the priority placement system and develop other incentives for overseas service.

5. Issue: Release of non-performing personnel (2).

Current: Personnel regulations as written make it difficult to release an employee for incompetency or nonperformance.

Proposal: Make personnel regulations more user friendly allowing management added flexibility in dealing with below standard employees.

6. Issue: Rotational career plan for Professionals (2).

Current: Engineers and professionals in order to gain career development must perform in different job areas. If the position for which experience is needed is graded below the engineers current level, he is prohibited from serving in the position. This, and the normal inhibitants make career development assignment difficult.

Proposal: Allow a GS-13 to serve in a GS-12 position for career development purposes.

7. Issue: Inadequate Job Classification (2).

Current: Technically unqualified position classifiers within Personnel grade each position by comparing duties to OPM-GS classification standards.

Proposal: Establish position classification authority in each major district division/office.

8. Issue: Promotion potential for professionals (2).

Current: In order for an engineer or other technical professional to gain promotion within the corps, he must become a supervisor/manager. Many superb engineers who are extremely talented in design or hydraulics leave federal service because they dislike being responsible for the action of others.

Proposal: Establish a duel promotion ladder for the supervisor/manager and the technician.

9. Issue: Recruitment and advertising vacancies for engineering positions (2).

Current: The high turnover rate of well qualified engineers leave many hard to fill positions vacant an unusual amount of time. The result is inefficient operation and decreased productivity.

Proposal: The Personnel Office maintain an up-to-date list of qualificated engineers similar to the standing announcement currently used for clerk-steno positions.

10. Issue: Use of Comp Time vs Overtime.

Current: District does not allow non-exempt employees a choice regarding overtime compensation.

Proposal: District should allow the non-exempted employee to choose the method of overtime compensation.

11. Issue: Early mailing of time cards.

Current: Time cards are mailed on Wednesday of the last week of the reporting period. Time for the remaining period is estimated usually from Tuesday giving the district time to consolidate for the Wednesday mailing.

Proposal: Finalize and mail time cards only after the last day of the reporting period is completed.

12. Issue: Exchange assignments District, Division, OCE.

Current: The cost of moving, high expensive areas such as Washington, DC and general non-mobility of todays work force, is causing static staffing at all levels of USACE.

Proposal: Encourage or require exchange assignment between headquarters with appropriate compensation.

13. Issue: Overseas Employee Processing.

Current: Some Districts are designated in AR 690-300 as a processing station for applications for Department of the Army overseas jobs. The Districts must maintain expertise and information for overseas applicants even though only a couple are processed yearly. In addition, the applicant must go to a military installation for shipment of household goods, POV and obtaining passport and medical examination.

Proposal: Delete Districts from the list of processing stations.

14. Issue: Employee Fitness.

Current: There are no sponsored fitness programs for civilian employees.

Proposal: Follow private industry by providing both exercise areas and programs for employees.

15. Issue: CPR Training.

Current: Minimally staffed safety office give whatever CPR training the Districts receive.

Proposal: Contract this service.

16. Issue: Overtime

Current: Overtime must be scheduled in advance and approved by the District Engineer or Deputy District Engineer.

Proposal: Decentralize approval authority to section chief level and relax guidelines for use of overtime.

17. Issue: Priority Placement.

Current: Positions lasting three months or longer are subject to the Priority Placement Program.

Proposal: Apply Priority Placement to positions that will last a minimum of eight months.

18. Issue: Standard Work Week.

Current: The five day eight hour work week is not efficient for extended TDY field personnel.

Proposal: Change the law governing the work week then allow the District Engineer the authority to grant certain personnel a four day ten hour work week.

19. Issue: Administrative Leave as an incentive (2).

Current: The District Engineer cannot offer time off as an award or incentive.

Proposal: Add to the commanders flexibility in award incentives by giving him the authority to allow noteworthy employees one or two days administrative leave.

20. Issue: SKAP

Current: Annual update of SKAP forms is time-consuming, limiting and counterproductive.

Proposal: Eliminate SKAP and advertise GS 12-15 vacancies interviewing qualified applicants.

21. Issue: Dam Safety Training.

Current: Conducted annually for project personnel and others as required by District SOP.

Proposal: Continue but formalize by recording classes on videotape which would later be shown to new personnel and summer hires.

C. OAS

1. Issue: General Service Administration (3).

Current: GSA is the federal agent procuring building/space, administrations offices, equipment procurement, and reproduction services for Corps field offices.

Proposal: Eliminate duplication, increase responsiveness, accrue net monetary savings by assuming GSA role using organic assets.

2. Issue: Library Cost.

Current: The library "stovepipe" insist every District have its own library and that it be managed by a qualified librarian.

Proposal: Cease pushing libraries from the top down. Require justification of hired labor cost, floor space for libraries based on supporting statements from major managers of the District/Division.

3. Issue: Government drivers licenses (2).

Current: Corps employees must have a government drivers license in order to operate government vehicles.

Proposal: Preclude the current system of testing, licensing and periodic reevaluation by recognization of valid state drivers licenses as sufficient for driving ordinary light vehicles.

4. Issue: DA Pamphlet 310-1 (2).

Current: DA PAM 310-1 is published by DA in microfiche. The pamphlet includes the indexes of admin publications; blank forms; technical publications; doctrinal & training, technical manuals; parts publications; plus instructions and alphabetic cross-references.

Proposal: In order to be useful the admin and forms portion of the pamphlet should be separated into individual publications and printed in "update" versions. The larger more limited army-wide usage portion of the pamphlet would be left on microfiche.

5. Issue: Report of survey findings.

Current: Recommendations from completed Reports of Surveys are often not circulated nor followed thereby allowing mistakes to recur and additional needless losses occur.

Proposal: Reports of Survey should not be filed until the recommendations of the survey officer are met.

6. Issue: Ordering forms from DA and higher.

Current: OAS consolidates orders and mails a DA form 4569 to Baltimore. There the order is sent to a contractor for key-punching and then the order is filled. Process takes 6-10 weeks with lost orders found only after non-receipt.

Proposal: Allow Districts to transmit orders directly from internal ADP to USAAGPC ADP with a paper copy produced for record purposes at each end.

7. Issue: Multi-Function Photo copiers (2)

Current: Countless man-hours are wasted standing in line waiting for use of one of the few photocopiers in the District. While the copiers are top of the line, feed automatically, copy two-sided and collate, most of the demand is for a quick one copy job.

Proposal: Procure small inexpensive desk top copiers for each branch or office. The numerous small copying jobs that do not require the exotic features of the central copying machines could be routinely performed thereby eliminating the queuing time and frustration frequently experienced when the central copier is down.

8. Issue: Travel Per Diem (5).

Current: Government travelers at all levels must submit a lodging receipt and in high cost areas must submit actual meal and miscellaneous cost in order to receive travel payments. These travel vouchers many times are reviewed by both accounting personnel and the traveler's over committed supervisor creating a climate of mistrust.

Proposal: Flat rate per diem.

9. Issue: Typing and clerical support (4).

Current: Word processing has been centralized into pools within each district.

Proposal: With the proliferation of the micro-computers the typing pools no longer offer an advantage. Decentralize word processing centers and require each office to do their own typing on micro-computers. Surges could be conveniently contracted.

10. Issue: GSA Motor Pool.

Current: GSA provides vehicles for District offices.

Proposal: Contract with a major rental agency for all District Office vehicles.

11. Issue: Correspondence formats.

Current: Different formats for correspondence are used for military and civil works communication.

Proposal: Establish one format for both military and civil works correspondence.

D. Program Development

1. Issue: Reporting of obligations and expenditures.

Current: Lengthy exception reports are required to explain deviations from 2101 schedules that by nature are not rigid when developed.

Proposal: OCE and Division headquarters should relax requirements for monthly exception reporting.

2. Issue: Mandatory Schedules.

Current: There are perceived excessively detailed reporting requirements to explain deviations from intermediate study/project milestone schedules.

Proposal: Continue reports to OCE and Division for major activities. Allow districts to manage intermediate study/project milestones schedules.

3. Issue: Data for Testifying Officers (DTO).

Current: Information presented in DTO can be found in other documents such as congressional justification sheets, supplemental projects information sheets and "Fly" sheets.

Proposal: Revise ER 11-2-240 to require the same documentation asked for in the annual budget request (EC 11-2-150). This should also include documents required for General Investigation Studies.

E. Counsel

1. Issue: Organization--Office of Counsel.

Current: Guidance from OCE restricts the organization of the office of counsel within the District. District counsels are not permitted to establish a position for assistant counsel.

Proposal: Allow for an organized structure within office of counsel at the discretion of the District Engineer.

2. Issue: Employee liability while operating a government vehicle (2).

Current: Repair or replacement cost of a government owned vehicle must be borne by the operator if shown to have been at fault. The government is liable to the operator for his medical and cost damages to a third party but not the government vehicle. Government employees therefore prefer traveling in their POV which can be insured.

Proposal: Either provide insurance for government owned vehicles or relieve operators of duty related liability.

3. Issue: District Engineers Authority to Settle Claims.

Current: A DE can settle claims up to $5,000.

Proposal: Increase this authority to at least $25,000.

4. Issue: Small Claims—AR 327-20.

Current: Under small claims procedure $750 is the most that can be awarded a claimant.

Proposal: Raise the small claim limit to keep pace with inflation.

F. Automatic Data Processing

1. Issue: Timely OCE Group Software Purchase (2).

Current: While efforts are being made to reduce both hardware and software procurement cost, the delay in acquisition time remains significant.

Proposal: OCE activity forecast ADP needs and once a decision is made to purchase, action must be swift in order to provide service at minimum cost and to stay with state-of-the-art hardware and software.

2. Issue: Design software standardization.

Current: There is no apparent corps wide attempt to standardize software utilization. Designs resulting from different structural analysis packages complicate review procedures.

Proposal: Standardize computer design software Corps wide for all conventional design application.

3. Issue: ADP software.

Current: Corps procurement of Harris 500's was carried out without adequate consideration of the paucity of scientific and engineering programs suitable for district utilization.

Proposal: Perform overall ADP system procurement evaluations with proper consideration for availability of suitable software programs.

4. Issue: ADP equipment approval (4).

Current: Procedure to procure ADP equipment (micro-computers, software, etc.) is time-consuming, frustrating and inefficient. Authority for most purchases is at Division or USACE.

Proposal: Recognizing the quantum leaps in computer technology and corresponding reductions in cost, decentralize ADP equipment procurement to the District level.

5. Issue: Use of Micro-Computers (3).

Current: While numerous micro-computers are being used by Districts, most professionals remain computer illiterate, having to rely on bulky mainframe computers such as the Harris 500.

Proposal: Decentralize use to inexpensive micro computers, tie-in where necessary to the main computer.

6. Issue: Restrictions for ADP procurement (3).

Current: Even though the age of the micro-computer is well under way, District Engineers have severely limited authorities in procuring new equipment.

Proposal: Allow the District Engineer to approve sole source procurement of ADP software and hardware that is less than $100,000.

7. Issue: Learning from the experience of others (3). (Sharing information)

Current: While information in USACE moves very well vertically movement horizonally is almost nonexistent.

Proposal: Establish an information base that will allow one district to find out what another district is doing.

8. Issue: Decentralize ADP (2).

Current: All systems and programming is now accomplished within the ADP unit.

Proposal: Establish system analysis and programming capability in each major division organization.

9. Issue: Excessive information request from higher headquarters (2).

Current: Daily requests for information are received by districts adding to the work load and anxiety of the action officers at the lowest level.

Proposal: No request for information should be made by higher headquarter to the District if the information can be found in the data base.

APPENDIX B

Totals by category of sample Model District Initiatives

I.	Mission	Total	88
	A. Planning	2	
	B. Engineer	43	
	C. Construction	8	
	D. Operations	13	
	E. Real Estate	11	
	F. Emergency Operations	2	
	G. Procurement	9	
II.	Overhead	Total	102
	A. Resource Management Office	22	
	B. Personnel	27	
	C. OAS	23	
	D. Program Development	3	
	E. Counsel	5	
	F. Automatic Data Processing	22	

Total Sample Model District Initiatives considered —— 190.

APPENDIX C

List of Headquarters and Installations Visited with Personnel Interviews

Department of Defense

Commodore Authur W. Fort, Director of Construction, (Installations)
Colonel Richard G. Riordan, Assistant Director of Construction (Installation)

Headquarters, US Army Corps of Engineers

Major General Mark J. Sisinyak, Assistant Commander and Director Engineering and Construction
Colonel Paul Taylor, Chief of Staff
Colonel Jack Sullivan, Executive Director Engineering and Construction
Mr. C. N. Dunnam, Assistant Chief, Construction Division
Mr. Charles D. Smith, Director Policy, Plans & Technical Division
Mr. Jim Lovo, Directorate of Engineering & Construction
Mr. Richard W. Daley, Directorate of Engineering and Construction

US Army Engineer Division, Atlantic

Mr. K. R. Akers, Chief Engineering Division
Mr. J. C. Sanders, Engineering Division

US Army Engineer Division, Southwestern

Mr. A. D. Denys, Chief Engineering Division
Mr. A. P. Hutchison, Chief Construction and Operations Division
Mr. A. C. Newbauer, Engineering Division
Mr. T. C. Powell, Engineering Division
Mr. S. N. Aiken, Engineering Division

US Army Engineer District, Baltimore

Colonel Martin W. Walsh, Commander

US Army Engineer District, Mobile

Colonel Patrick Kelly, Commander
Lieutenant Colonel Jeffery Wagonhurst, Deputy Commander
Mr. Thomas W. Burt, Office of Counsel
Mr. Peter Van Carys, Construction & Operations Division

Mr. Thomas A. Clinton, Engineering Division
Mr. Gordon Durham, Resourse Management Office
Mr. Wayne Fuller, Chief National Emergency Branch
Mr. Tommie Pierce, Real Estate Division

US Army Engineer District, Savannah

Colonel Daniel W. Christman, Commander
Lieutenant Colonel Wendell L. Barnes, Deputy Commander
Mr. F. J. Kitchens, Jr., Assistant Chief, Engineering Division
Mr. W. B. Grimes, Engineering Division
Mr. A. W. Urbin, Engineering Division
Mr. H. G. McBrayer, Chief Construction Division
Mr. W. C. Porter, Chief Planning Division
Ms. N. W. Mitchell, Resident Personnel Staff

US Army Engineer District, Tulsa

Colonel Franklin Tilton, Commander
Lieutenant Colonel Noel Arens, Deputy Commander
Mr. William Gamble, Chief Engineering Division
Mr. James Jones, Chief Operations Division
Mr. Pat. Clark, Construction Division
Mr. A. W. Gibson, Resource Management Office
Mr. Don Henderson, Engineering Division
Mr. Claude Marshall, Automatic Data Processing
Mr. Charles Pearre, III, Program Development Office
Mr. Lawrence Redford, Operations Division
Mr. G. David Steele, Planning Division

Moody Air Force Base, Valdosta, GA

Colonel Frank T. Moorman, Deputy Commander for Resource Management
Lieutenant Colonel Richard Cutforth, Base Civil Engineer
Mr. Lowell Klepper, Deputy Base Civil Engineer
Captain John W. Crawford, Military Construction Section
Ms. Carol Reid, Administrator for Model Installation Program

New Cumberland Army Depot, PA

Colonel William A. Henry, Commander
Mr. Dale D. Crowell, Chief, Productivety Planning & Management Division
Mr. John Davies, Model Installation Program Manager
Mr. Jeff McCauslin, Facilities Engineer

Central Region AFRCE, Dallas, TX

Mr. J. B. Cole, Deputy Director

APPENDIX D

List of Installations in which Telephone Interviews were conducted

Fort Sill, OK

Colonel Thomas Rehn, Director of Engineering & Housing

Fort Ord, CA

Lieutenant Colonel Fredrick Meurer, Director of Engineering & Housing

US Army Engineer District, Little Rock

Colonel Wayne Whitehead, Commander
Mr. Harry Fielder, Program Development Office

US Army Engineer District, Albuquerque

Lieutenant Colonel David Peixotto, Commander
Mr. Jasper Coombs, Chief Engineering Division

Kirkland Air Force Base, NM

Lieutenant Colonel James Eddings, Base Civil Engineer

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